

UNCLASSIFIED//

1. REFERENCES. Ref. A: SECDEF MSG, DTG 131700Z FEB 03, SUBJ: Public Affairs Guidance (PAG) - Transformation through Base Realignment And Closure (BRAC 2005); Ref. B: P.L. 101-510, as amended; Ref. C: Secretary of Defense (SECDEF) memo on transformation through BRAC, 15 Nov 02. Ref. A. is DoD PAG on BRAC 2005; Ref. B. is the legislation authorizing a BRAC round in 2005. Ref C. is SECDEF's initial directions on BRAC 2005.

2. PURPOSE: This message provides updated PAG for BRAC 2005 and supercedes Ref A.

3. BACKGROUND: The National Defense Authorization Act for Fiscal Year 2002 authorized DoD to pursue one BRAC round in 2005. SECDEF's 15 Nov 02 memo initiated the complex analysis and decision process that will involve virtually all levels of DoD management, from installation through major command and component/agency headquarters to OSD. All bases will be considered and treated equally. All bases can expect to respond to a comprehensive series of data calls. Ultimately, the SECDEF'S realignment and closure recommendations will be reviewed publicly by an independent commission, the President and Congress.

3.1. Because of the potential impact upon DoD components and local communities, BRAC is a subject of intense interest to all stakeholders. As a one-time authority, realignment and closure decisions will support transformation of DoD. To provide SECDEF, the commission and the President with the optimal set of recommendations, the analytical work and subsequent deliberations must occur free from opinions, internal or external, based on non-certified data and speculation. Accordingly, DoD personnel may not participate, in their official capacities, in activities of any organization that has as its purpose, either directly or indirectly, insulating bases from realignment or closure. Invitations to participate in such organizations should be discussed with appropriate ethics counselors.

4. PUBLIC AFFAIRS POSTURE: Active. Base Realignments And Closures are contentious and controversial. Commanders and their public affairs officers must be prepared to respond to questions and objectively communicate the details of the BRAC process to the public.

5. STATEMENT FOR PUBLIC RELEASE. (QUOTE) The Department Of Defense has received Congressional authorization for a Base Realignment And Closure round in 2005. BRAC is a means to achieve several goals: eliminate excess infrastructure; reshape our military; pursue jointness; optimize military readiness; and realize significant savings in support of transforming the Department of Defense.

At a minimum, BRAC 2005 must eliminate excess physical capacity, the operation, sustainment and recapitalization of which diverts scarce resources from defense

capability. However, BRAC 2005 can make an even more profound contribution to transforming the department by rationalizing our infrastructure with defense strategy. BRAC 2005 should be the means by which we reconfigure our current infrastructure into one in which operational capacity maximizes both warfighting capability and efficiency. By creating joint organizational and basing solutions, we will facilitate multi-service missions, reduce waste, save money, and free up resources to recruit quality people, modernize equipment and infrastructure, and develop the capabilities needed to meet 21st Century threats.

The Secretary of Defense has directed that the BRAC 2005 process for analyzing DoD installations begin immediately. After gathering information and completing a comprehensive analysis, the Secretary will submit recommendations for realigning or closing bases by May 16, 2005, as required by law. (END QUOTE)

6. Q&As: The following Q&As are provided for response to query only. Questions that cannot be answered within the scope of this guidance will be taken without comment and forwarded with proposed answers to OASD(PA).

Q1: Should communities perceive military construction (MILCON) as an indicator of whether their installations will be realigned or closed? A1: The presence or absence of funding for military construction is not an indication of military service intentions or future recommendations to the SECDEF under BRAC. The Department funds its military construction based on its current highest priority requirements recognizing that it may make investments in installations that are ultimately selected for closure or realignment.

Q2: Will encroachment issues at military bases factor into the decision-making process?

A2: In accordance with the requirements of the BRAC statute, the department will base all of its recommendations upon approved selection criteria that reflect military value as the primary consideration. The law further requires that the selection criteria address the ability of both existing and potential receiving communities' infrastructure to support forces, missions and personnel. To the extent that encroachment limits an installation in fulfilling its mission requirements, it will be factored into military value. The proposed selection criteria must be made available for public review not later than Dec 31, 2003, and finalized by Feb 16, 2004.

Q3: There have been concerns and questions about environmental costs. Will environmental costs be factors in recommending a base for realignment or closure?

A3: In accordance with the requirements of the BRAC statute, the department will base all its recommendations upon approved selection criteria that reflect military value as the primary consideration. The law further requires that the selection criteria address the impact of costs related to environmental restoration as well as waste management and environmental compliance. The proposed selection criteria must be made available for public review not later than Dec 31, 2003 and finalized by Feb 16, 2004.

Q4: What were the closure results of the last four rounds of BRAC (88, 91, 93 AND 95) from the total available to the number selected for BRAC action?

A4: The four prior rounds of BRAC resulted in recommendations to close 97 out of 495 major domestic installations. BRAC 88 - closed 16 major installations; BRAC 91 - closed 26 major installations; BRAC 93 - closed 28 major installations; and BRAC 95 - closed 27 major installations.

Q5: How much has the DoD saved through the previous rounds of closures and realignments?

A5: The four previous rounds produced net savings (cost avoidance) of approximately \$16.7 Billion through 2001 and approximately \$6.5 Billion annually thereafter. Independent studies have repeatedly verified that savings from BRAC far exceeded costs.

Q6: How much excess capacity does the DoD currently have?

A6: The Department will not know its current excess capacity until the completion of BRAC process. In April 1998, The Department completed a report for Congress that estimated that it retained approximately 20-25% in excess capacity across the department.

Q7: When will the department complete the BRAC analysis and make its recommendations available to the public?

A7: The National Defense Authorization Act for FY02 established the following milestones for the 2005 BRAC round: publish proposed selection criteria for a 30 day comment period by December 31, 2003; publish final selection criteria by February 16, 2004; and submit a report to Congress with the FY05 budget justification along with a comprehensive installation inventory and force structure plan. By May 16, 2005, the Secretary of Defense will forward the recommendations for closure and realignment to the BRAC commission, at which time the information will be available to the public. The BRAC commission must forward its report to the President by September 8, 2005. The President will have until September 23, 2005, to accept or reject the recommendations on an all or nothing basis and forward the recommendations to Congress. Once the President forwards the recommendations to Congress, Congress will have 45 legislative days to enact a joint resolution rejecting all the recommendations or they become binding on the department.

Q8: Where will funds come from to perform the BRAC analysis/evaluations?

A8: BRAC analysis and evaluations are performed within available resources. They are currently funded by Operations and Maintenance (O&M) funds.

Q9: Will near-term future new force-structure bed downs be incorporated into the BRAC 2005 process?

A9: Where the BRAC timeline can accommodate operational imperatives, new force structure bed downs will be incorporated in the BRAC process. Using the BRAC process offers the opportunity to make the most efficient and effective use of the capacity and capabilities of the department.

Q10: If a base is approved for closure or realignment, how long will it take?

A10: Under the BRAC law, actions to close or realign a base must be initiated within two years of the date the President transmits the BRAC commission's recommendations report to Congress, and must be completed within six years of that same date.

Q11: Can bases/communities get an assessment of how they "scored" during the "95 BRAC"?

A11: How an installation "scored" in a previous BRAC round is not indication of how it might "score" during the 2005 BRAC round. In accordance with the BRAC statute, when considering installations for closure or realignment, the department must consider all military installations equally, without regard to whether the installation has been previously considered or proposed for closure or realignment by the department. However, for those interested in historical information, the Office of the Secretary of Defense maintains the documentation used by the previous BRAC Commissions. The records are located at 1745 Jefferson Davis Highway, Crystal Square 4, Suite 105, Arlington, VA. The information is open to the public; however, we ask that individuals call the office, 703-602-3207, before arriving to ensure a government representative is present. There is a copier available.

Q12: How will "jointness" be assessed during this next BRAC?

A12: The BRAC law requires that closure and realignment recommendations be based on published selection criteria that must make military value the primary consideration. The law further provides that military value must include impacts on joint warfighting, readiness and training.

In his November 15, 2002, memorandum, the SECDEF established the goals and priorities for the 2005 BRAC round. A primary objective of BRAC 2005, in addition to realigning our base structure to meet our post-cold war force structure, is to examine and implement opportunities for greater jointness. To reinforce the idea that we should be looking across traditional lines to examine the potential for jointness, the Secretary established an internal BRAC 2005 decision making body that is joint at every level. The Infrastructure Executive Council (IEC), chaired by the Deputy Secretary, and composed of the secretaries of the military departments and their chiefs of services, the Chairman of the Joint Chiefs of Staff and under secretary of Defense (Acquisition, Technology and Logistics) (USD(AT&L)), will be the policy making and oversight body for the entire BRAC 2005. The subordinate Infrastructure Steering Group (ISG), chaired by the USD(AT&L) and composed of the Vice Chairman of the Joint Chiefs of Staff, the

military department assistant secretaries for installations and environment, the service vice chiefs, and the Deputy Under Secretary of Defense (Installations & Environment) (DUSD(I&E)), will oversee joint cross-service analyses of common business oriented functions and ensure the integration of that process with the military department and defense agency specific analyses of all other functions.

Q13: How can communities be involved in BRAC to enhance their support to the base population/mission and their prospects during the BRAC 2005 round?

A13: The Defense Base Closure And Realignment Commission will solicit community input once it has received the Secretary of Defense's base closure and realignment recommendations in May 2005.

Q14: If the final decision is to close or realign the base, with whom will community leaders work in the transition of the base from its current mission to civilian use?

A14: Although an enormously complex undertaking, involving the Department of Defense, other federal agencies, and state and local governments, each military department will have a central point of contact at the closing activity to assist in coordinating the involvement of the various organizations. Additionally, DoD's Office Of Economic Adjustment is chartered to assist local communities with planning for the reuse of closing and realigning installations and in that capacity will provide individual community assistance.

Q15: How will property be disposed of or sold?

A15: The BRAC statute provides the department with a variety of mechanisms for disposing of property at closed or realigned military installations. While we cannot speculate on which mechanism might be used at any given installation, in previous rounds of BRAC, federal real property was made available by public benefit conveyances for airport, education, and homeless assistance; federal transfers to Native American tribes; economic development conveyances to local redevelopment authorities; and public sales, just to name a few.

Q16: How will you decide reuse of the base?

A16: The Department of Defense does not decide the reuse of former military installations. Once the property is declared surplus to the needs of the federal government, it is the job of the local community, through its designated local redevelopment authority, to plan for the reuse of the surplus property.

Q17: Our base has some environmental contamination. Will the DoD clean it up?

A17: DoD has a continuing obligation to perform environmental cleanup at all of its installations, regardless of whether a base is identified for closure or realignment.

Q18: During the time cleanup is taking place-several years in many cases-- will the base property be vacant and unused until all the cleanup is completed?

18: In previous rounds, from the time of the base's selection for closure, several options were available for property to be used until it was disposed so that communities could begin using base facilities promptly and economic redevelopment could occur. Consistent with public health and safety, once a contractual arrangement was in place, property could be leased or, in certain circumstances, deeded while the property was being environmentally prepared for transfer.

Q19: What comment do you have for communities impacted by closure?

A19: Communities affected by closure and realignment decisions in the last four rounds of BRAC have successfully transitioned to productive economic development. We are committed to working with BRAC 05 communities to duplicate that success.

Q20. There are websites on the internet that indicate that a list of potential base closures already exists. Does DoD maintain a list of bases it wants to close?

A20: No, the department does not maintain a list of bases it wants to close. The BRAC analytical process will not result in departmental closure and realignment recommendations until May 2005.

Q21. How will the realignment of military forces and bases overseas impact BRAC 2005 efforts?

A21. On March 20, 2003, the Secretary directed the development of a comprehensive and integrated presence and basing strategy looking out 10 years. Results of that effort, including rationalizing areas of potential excesses and identifying the utility of overseas installations, should be available to inform the BRAC 2005 process.

Q22. What is BRAC?

A22. "BRAC" is an acronym that stands for Base Realignment And Closure. It is the process DoD has previously used to reorganize its base structure to more efficiently and effectively support our forces, increase operational readiness and facilitate new ways of doing business. We anticipate that BRAC 2005 will build upon processes used in previous rounds.

Q23. How does BRAC work?

A23. The process is governed by law; specifically, The Defense Base Closure And Realignment Act of 1990.

The process begins with a threat assessment of the future national security environment, followed by the development of a force structure plan and basing requirements to meet these threats.

DoD then applies published selection criteria to determine which installations to recommend for realignment and closure. The Secretary of Defense will publish a report containing the realignment and closure recommendations, forwarding supporting documentation to an independent commission appointed by the president, in consultation with congressional leadership.

The commission has the authority to change the Department's recommendations, if it determines that a recommendation deviated from the force structure plan and/or selection criteria. The commission will hold regional meetings to solicit public input prior to making its recommendations. History has shown that the use of an independent commission and public meetings make the process as open and fair as possible.

The commission forwards its recommendations to the President for review and approval, who then forwards the recommendations to Congress.

Congress has 45 legislative days to act on the commission report on an all-or-none basis. After that time, the commission's realignment and closure recommendations become law. Implementation must start within two years, and actions must be complete within six years.

Q24. What is transformation?

A24. Transformation is shaping the changing nature of military competition and cooperation through new combinations of concepts, capabilities, people and organizations that exploit our nation's advantages, protect our asymmetric vulnerabilities, and sustain our strategic position, which helps maintain peace and stability in the world.

Q25. Why is DoD transforming?

A25. Over time, the defense strategy calls for the transformation of the U.S. defense establishment. Transformation is at the heart of this strategy. To transform DoD, we need to change its culture in many important areas. Our budgeting, acquisition, personnel, and management systems must be able to operate in a world that changes rapidly. Without change, the current defense program will only become more expensive in the future, and DoD will forfeit many of the opportunities available today.

Q26. How is BRAC transformational?

A26. BRAC provides a singular opportunity to reshape our infrastructure to optimize military readiness. The 2005 BRAC process will help find innovative ways to consolidate, realign, or find alternative uses for current facilities to ensure that the U.S. continues to field the best-prepared and best-equipped military in the world.

BRAC will also enable the U.S. military to better match facilities to forces, meet the threats and challenges of a new century, and make the wisest use of limited defense dollars.

Q27. How many bases and installations will be closed?

A27. It's too early to say, but there are no specific numbers or "targets." Using specific selection criteria that emphasize military value, DoD must complete a comprehensive review before it can determine which installations should be realigned or closed. In 2005, an independent commission will review the Secretary of Defense's recommendations, hold public hearings, visit various sites, and ultimately send its recommendations to the President.

Q28. How much has been saved through previous BRAC rounds?

A28. The four previous BRAC rounds have eliminated approximately 20 percent of DoD's capacity that existed in 1988 and, through 2001, produced net savings of approximately \$16.7 Billion, which includes the cost of environmental clean-up. Recurring savings beyond 2001 are approximately \$6.6 Billion annually. In independent studies conducted over previous years, both the General Accounting Office and the Congressional Budget Office have consistently supported the department's view that realigning and closing unneeded military installations produces savings that far exceed costs.

Q29. What's the timeline for this BRAC round?

A29. The National Defense Authorization Act for Fiscal Year 2002 established the following milestones for the 2005 BRAC round: publish proposed selection criteria for a 30-day comment period by Dec. 31, 2003; publish final selection criteria by Feb. 16, 2004; submit a report to congress with the FY 2005 budget justification on the following points: a force structure plan, based on an assessment of probable threats to the national security over the next 20 years; the probable end strength levels and military force units needed to meet those threats; the anticipated levels of available funding; a comprehensive inventory of military installations worldwide; a description of infrastructure necessary to support the force structure; discussion of excess capacity categories; economic analysis of the effect of realignments and closures to reduce excess infrastructure; and SECDEF certification of the need for BRAC, and that annual net savings would result by 2011.

SECDEF forwards recommendations for realignments and closures to the BRAC commission by May 16, 2005; the commission forwards its report on the recommendations to the President by Sept. 8, 2005. The President will have until Sept. 23, 2005 to accept or reject the recommendations in their entirety. If accepted, Congress will have 45 legislative days to act on the recommendations.

Q30. Which bases will be looked at in this round?

A30. All military installations within the continental United States and its territories (under the control of the federal government) will be examined as part of this process. This includes labs, medical, training, guard, reserve, air stations, leased facilities, etc.

Q31. Isn't BRAC just another example of budget priorities driving national security planning?

A31. Absolutely not. The legislation is quite clear that military value is the primary consideration. The Secretary's guidance to the military departments emphasizes that BRAC 2005 will make a profound contribution to transforming the department by bringing our infrastructure in line with defense strategy.

Q32. How will the commission be selected, and who will serve?

A32. The BRAC legislation specifies the selection process for commissioners. The President is required to consult with the congressional leadership on nominations to serve on the commission.

Q33. How have local communities affected by base closures fared overall?

A33. Base Realignments And Closures CAUSE near-term social and economic disruption. However, there are many success stories from previous closures.

For example, at Charleston Naval Base, S.C., the local community, assisted by DoD, was able to create approximately 4,500 new jobs. Approximately 90 private, state and federal entities are currently reusing the former naval base.

Since the closure of Mather Air Force Base, Calif., more than 54 leases have been generated at the new Mather Field Complex. Its prime location and one of the country's longest runways have made it an active air cargo hub for California's central valley and the Sacramento region. Additionally, the former base now employs nearly 3,700 personnel with its high-technical businesses, manufacturing operations, educational centers, government agencies, and recreational facilities.

At the former Fort Devens, Mass., more than 3,000 new jobs have been generated and 2.7 million square feet of new construction has occurred. with 68 different employers on site, redevelopment ranges from small business incubators to the Gillette Corp., which occupies a large warehouse/distribution center and manufacturing plant.

A base closure can actually be an economic opportunity, especially when all elements of a community work together.

Q34. Will local commanders and others in their official capacities be available to help us in our task forces or other efforts to influence BRAC decisions with regard to our base?

A34. DoD officials may attend meetings in a liaison or representational capacity with state and local officials, or other organizations that may seek to develop plans or programs to improve the ability of installations to discharge their national security and defense missions. DoD officials may not manage or control such organizations or efforts.

In their official capacity, DoD personnel may not participate in the activities of any organization that has as its purpose, either directly or indirectly, insulating DoD bases from closure or realignment. This guidance is aimed at ensuring the fairness and rigor of the BRAC process.

Q35. Is the list of closures and realignments on the g2mil.com website the official position of the Department Of Defense?

A35. No. It is a privately operated website with no ties to or support from DoD.

7. TALKING POINTS:

7.1. Both Congress and DoD recognize military value must be the primary consideration in reducing or restructuring U.S. military bases.

7.2. The 2005 BRAC process will help find innovative ways to consolidate, realign, or find alternative uses for current facilities.

7.3. All military installations will be reviewed, and all recommendations will be based on approved, published selection criteria and a future force structure plan.

7.4. Through the BRAC process, we will ensure that the United States continues to field the best prepared and best equipped military in the world.

7.5. BRAC will enable the U.S. military to match facilities to forces, meet the threats and challenges of a new century, and make the wisest use of limited defense dollars.

7.6. BRAC will facilitate multi-service missions by creating joint organizational and basing solutions that will not only reduce waste but maximize military effectiveness.

7.7. Consolidating facilities will save billions, allowing the department to focus funds on maintaining and modernizing facilities needed to better support our forces, recruit quality personnel, modernize equipment and infrastructure, and develop the capabilities needed to meet 21st Century threats.

7.8 DoD officials-military and civilian-will not participate in any meetings of organizations with the purpose (express or not) of insulating an installation from realignment or closure to ensure the fairness and rigor of the BRAC deliberative process.